Managing Project Extensions through Adaptive Management during Project Implementation

The Presentation of Jordan’s Program:
“Increasing the Resilience of Poor and Vulnerable Communities to Climate Change Impacts in Jordan through Implementing Innovative Projects in Water And Agriculture”

by

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GOAL & OBJECTIVES

To adapt the agricultural sector in Jordan to climate change induced water shortages and food security stresses through piloting innovative technology transfer, policy support linked to community livelihoods & resilience through:

- Limiting the impact of climate change on water supplies by reusing treated wastewater and investing in rainwater harvesting and permaculture;
- Providing cost-effective climate change adaptation systems to vulnerable people;
- Raising the local communities’ awareness about climate change and establishing databases and early warning systems.
Programme Components

Component 1: Climate change adaptation of agricultural & water sectors through technology transfer (the use of non-conventional water resources - reuse of wastewater, rainwater harvesting & permaculture).

Component 2: Capacity building at both the national and local/community levels, knowledge dissemination, policy & legislation mainstreaming (and early warning systems establishment).
NATIONAL IMPLEMENTING ENTITY (NIE)

- Ministry of Planning and International Cooperation (MOPIC)

EXECUTING ENTITIES (EEs)

- Ministry of Water and Irrigation (MWI)
  - Jordan Valley Authority (JVA)
  - Water Authority of Jordan (WAJ)
- Ministry of Environment (MoEnv)
- Royal Scientific Society (RSS)
- Ministry of Agriculture (MOA)
  - National Agricultural Research Center (NARC)
- Petra Development Tourism Region Authority (PDTRA)
- Hashemite Fund for Development of Jordan Badia (HFDJP)
- Jordan Food & Drug Administration (JFDA)
- Jordan Meteorological Department (JMD)
- Jordan Standards & Metrology Organization (JSMO)
# PROJECTED CALENDAR

<table>
<thead>
<tr>
<th>Milestones</th>
<th>Dates</th>
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<tr>
<td>Start of Project/Programme Implementation</td>
<td>Inception Workshop (13-July-2016)</td>
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<td>Mid-term Review</td>
<td>July 2018</td>
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<tr>
<td>Project/Programme Closing</td>
<td>July 2020</td>
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<td>Terminal Evaluation</td>
<td>August 2020</td>
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Mapping of detailed status of implementation as of today

**Expectations**

- Total number of activities/bids of the program to implement: 67
- Total budget to spend: $9,226,000

**Reality**

- Total canceled activities (by decision of the Steering Committee: due to lack of allocations, lack of jurisdiction of the Executing Entity, etc.): 23
- Total number of activities intended to be implemented after the cancelation of activities: 44
- Total activities/bids awarded/in progressimplemented to date: 34
- Total remaining activities/bids (from the project document, not the replacement/innovative ones) to date: 13
- Total remaining alternative to canceled activities/bids (new/not in project document/innovative): 12

- Percentage of implementation of original activities/bids of the program = 70.45%
- Actual amount spent: $2,123,585 (23%)
What factors led to delays in the project?

I. **GENERAL PROCEDURAL REASONS (GOVERNMENT SYSTEM-RELATED)**

1. Recruitment of PMU staff – long governmental recruitment procedure *(4 months average delay)*;
2. Recruitment of EEs’ 9 sub-projects coordinators/focal points *(5 months average delay)*;
3. Sub-projects’ commencement – (at average *(5 months average delay)*);
4. Preparing and submitting a ToR of a bid cycle (Tender Document) *(2 months average delay per bid)*;
5. Very slow and lengthy tendering process due to governmental scrutiny, transparency, and auditing procedures & regulations *(13 months average delay)*

- This is a government-wide practice but not at MoPIC alone, deployed to prevent or minimize fraud and corruption
  
  - ToR preparation by EE, revision and assessment by PMU, technical committees, ....
  - ToR approval by Special Tendering Committee
  - Tender announcement....purchase.... pre-bid meetings and site visits ... offer submission...
  - Special Tendering Committee’s bids opening and endorsement for technical evaluation
  - Offers evaluation by technical committees through series of meetings
  - Special Tendering Committee’s Tender Awarding Meeting and Final Decision
  - Bidders’ objections and complaints handling system
  - Contracting process and legal issues
  - Customs duty exemption and tax waiver procedure

*example: a tender advertised in Feb 2017 -- awarded in Dec 2018 *(22 months delay)* -- contract signed Dec 23rd, 2019 *(+ 12 months delay)* for an activity of two-year planned period for execution).--Customs duty exemption and tax waiver procedure for the procured supplies and equipment *(+ 2 months average delay)*.
What factors led to delays in the project?

I. GENERAL PROCEDURAL REASONS (GOVERNMENT SYSTEM-RELATED)-Cntd.

- Changes in governmental legislations
  - Reconstitution/restructuring of the Special Tendering Committee by a decree of Prime Ministry
  - The new Committee was NOT assembled as of Feb 2020 due to lengthy governmental correspondences procedure (6 months delay). When assembled, COVIS-19 Pandemic took place the day after

II. TECHNICAL/SITE-SPECIFIC/ACTIVITY-SPECIFIC DEALY REASONS

1. Re-tendering some of the already advertised/evaluated tenders --poor technicality or inaccuracy of the TORs
2. Delay to conduct an ESIA to ease the fear of the opponent entities (was first advertised in June 2018, the tender was re-tendered three times before awarding on April 14th 2019, 22 months delay)
3. Pre-status of the execution site -- a natural reserve overlapping, archeological site, geotechnical characteristics, etc. (5 months average delay).
4. Cost escalation issues and lengthy correspondence and approval procedures to transfer funds between budgets (4 months average delay).
5. Variation orders for some tenders (9 months average delay)
6. Beneficiary problems and change of beneficiary due to inadequate financial and administrative status
   - replacement with another beneficiary and assessment of the suitability of the new beneficiary (36 months delay)
Proposed solutions and lessons for AF’s future projects

AF’s side

✓ Maximize Control and Monitoring on IEs (more stringent control mechanism)
  ➢ Specially for common reasons of delay
✓ Segregation of overlooked versus declared phases of project at the proposal stage based on expected pace of execution of each
  ➢ Preparatory {procurement, tendering phase} vs. targets achievement phase
  ➢ Better approximation of time of each phase to set the real duration of a project

IEs’ side

✓ Governance changes to minimize decision making and execution bureaucracy
  ➢ Possible in light of flexibility shown in dealing with COVID-19 Pandemic
  ➢ Special Tendering Committee may delegate tendering process of some of bids to EEs.
  ➢ If a line ministry is the IE, the PMU should be pre-trained on routine governmental management and tendering procedures and it is better if the staff hired be familiar with such system so that a PM who is from outside the system is not surprised and retarded with such rote system.

EEs’ side

✓ Opportunity for improving project management & implementation capacities
  ➢ Technical and financial systems’ improvement windows
  ➢ Project management capacity building
AF → IEs → EEs: A Relay Race
Thank you for attention!